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Report of the Police and Crime Commissioner to the Chair and Members of the Cleveland Police and Crime Panel

4th February 2016

Police and Crime Commissioner Term in Office Report

1.0 Purpose of Report

- 1.1 The purpose of this report is to provide Members of the Cleveland Police and Crime Panel (PCP) with oversight of key achievements during the Police and Crime Commissioners first term in office.

2.0 Establishing the Office of the Police and Crime Commissioner

- 2.1 All Police & Crime Commissioners must by law appoint a Chief Executive and a Chief Finance Officer. Every Police & Crime Commissioner can and does appoint staff to the Office of the Police & Crime Commissioner to ensure that the powers and duties of the PCC are carried out efficiently and effectively. Alongside the PCC, the OPCC ensures that the Commissioner's strategic programme for policing and crime is carried into effect – providing, commissioning and overseeing services which meet the objectives, priorities and outcomes set out in the Police & Crime Plan.
- 2.2 The OPCC ensures that the PCC has full executive and professional support in carrying out his or her duties and responsibilities thoroughly. OPCC staff are employed by the PCC and led and managed by the Chief Executive, known in the Cleveland OPCC structure as Chief of Staff.
- 2.3 Staff within an OPCC must not undertake political work but are required to operate in a way which is sensitive to (and fully informed

by) the local, regional and national policy context in which the PCC's policing, community safety, public protection and criminal justice responsibilities operate.

- 2.4 When PCCs took office in November 2012, all staff employed by the former Police Authority transferred to the employment of the PCC – these staff included all of the police staff working directly within the police force as well as those who formed the Cleveland Police Authority's support unit. PCCs were required by law to agree a later transfer of operational and support staff to the direct employment of the Chief Constable.
- 2.5 The Cleveland OPCC Team
- 2.6 The Cleveland OPCC team is characterised by its resilience, professionalism and commitment. It has not experienced the relatively high degree of staff turnover which has been seen in many other areas during the transition from the former Police Authority arrangements. The team has the advantage of long-serving and highly experienced post-holders, providing the team with a wealth of experience and talent upon which to draw. The second-stage statutory transfer of 2014 provided an opportunity to establish a Corporate Services structure of staff within the PCC's employment but undertaking roles which serve the overall organisational structure of two corporate bodies.
- 2.7 The functions of an OPCC differ dramatically from the work undertaken by the former Police Authority support units which preceded them. There is an even greater focus on governance, assurance, scrutiny, public engagement with less emphasis upon servicing a committee-based infrastructure. My staff supports me as a single elected individual to design, deliver, evaluate and review the Police & Crime Plan – which must itself be a wider overarching plan than the policing plan previously prepared for the former Authority by the Force.
- 2.8 The breadth and depth of the PCC's powers and duties far exceed those of the Police Authority and the nature, speed and agility with which activity is undertaken means that the requirements placed upon the staff who support a PCC are also very different. An OPCC must deliver or commission services to address crime and disorder and to meet the needs of victims, witnesses and others affected by crime and anti-social behaviour. An OPCC is also required to support the PCC in an extensive programme of public engagement, consultation and to undertake communications in a direct and immediate manner in line with the PCC's remit to represent the public in taking responsibility for the totality of policing within the police area. PCCs are required to operate in partnership locally and regionally with the public, voluntary and community sectors as well as to bring about greater collaboration

within policing and the emergency services. PCCs operate extensively beyond their force area. The OPCC undertakes a large caseload of direct public casework and problem-solving, and will shortly be required to take a greater role in overseeing and resolving complaints against the police. The duty of a PCC to hold the Chief Constable to account for performance and standards operates in a very different context from the similar requirements borne by a Police Authority.

- 2.9 As well as undertaking scrutiny and performance management of their Force and commissioned services, PCCs and their staff are themselves subject to the supportive scrutiny of the Police & Crime Panel and the audit committee arrangements.
- 2.10 My team have risen admirably to the challenge of supporting me in delivering my programme since I was elected in 2012. I have also recruited a permanent Chief of Staff who took up post in April 2014 and have made arrangements to share my Chief Finance Officer with the North Yorkshire PCC, forging closer links and saving money for both OPCCs in the process. I also have several other collaboration and secondment arrangements with other PCCs.
- 2.11 Staff in the OPCC are not linked to the electoral cycle and the team will continue to develop further to build upon its strong track record.
- 2.12 Members will doubtless be pleased to note that at the same time as undertaking a much wider programme of responsibilities described in this report, the OPCC budget has reduced by approximately 29% when compared with the last year of the former Police Authority.

3.0 Scrutiny and Accountability

- 3.1 My Scrutiny programme – Force and Partners
- 3.2 On appointment to office I, working with the staff supporting me in the OPCC developed a programme of scrutiny and accountability. This involves;
 - My daily scrutiny of both the serious incidents log and control room log
 - Weekly accountability meetings with Chief Constable
 - Monthly Crime Performance Monitoring
 - Hold Quarterly Performance Scrutiny Meetings with the Force
 - Attendance at the Force's Tactical (monthly) and Strategic (quarterly) Performance Groups
 - Hold Quarterly Finance, Policy and Resource meeting with the Force
 - Attend at least one local area meeting in each of Cleveland's neighbourhood police team areas
 - Hold Quarterly Partners and Commissioning Scrutiny Meetings

- 3.3 In addition to this and to facilitate my obligation to secure value for money in any commissioned service, staff within the OPCC regularly engage service providers through a process of grant monitoring.
- 3.4 Transparency & Accountability of the PCC
- 3.5 I have made a clear commitment to transparency and scrutiny and this is demonstrated by publication of the PCC diary, robust decision records and holding the Force and partners to account through regular scrutiny meetings. On 30th November 2012, the PCC website was launched. We have continued to develop and improve the site, and it now provides a very wide range of financial and other information.
- 3.6 On 28th October 2015, as Cleveland PCC I was awarded national recognition for transparency. The Transparency Quality Mark was presented for ensuring that 50 separate strands of mandated information (as set out in the Elected Local Policing Bodies (Specified Information) Order 2011 and the Elected Local Policing Bodies (Specified Information) (Amendment) Order 2012) was not only published on PCC's websites but was easily accessible to the public. The recognition was awarded to nine PCCs from around the country at a ceremony in London, attended by Lord Bew, Chair of the Committee on Standards in Public Life.
- 3.7 On appointment to Office I established weekly meetings with the Chief Constable and have continued this arrangement throughout my term in office. The opportunity for regular dialogue with the Chief has enabled me to maintain a constructive, proactive and professional working relationship.
- 3.8 Improving our complaints process
- 3.9 In July 2014, the Home Secretary announced a package of measures to ensure the highest standards of police integrity. A review of the police complaints and disciplinary system would be undertaken to ensure it is "responsive, transparent and fair" and highlight the important local role played by Police & Crime Commissioners (PCCs).
- 3.10 The associated consultation document "Improving police integrity reforming the police complaints and disciplinary systems" was launched in December 2014 and outlined proposed reforms for the complaints system and the involvement of PCCs.
- 3.11 It states that, "PCCs should play a central role in deciding how the complaints system is run at a local level, making sure that complainants are dealt with promptly, are supported through the system and that their complaints achieve a satisfactory outcome. To

support these aims, the Government intends to give PCCs the following responsibilities:

- Receiving and recording a complaint.
- Assessing and allocating a complaint either for local resolution, local investigation or national investigation by the IPCC, taking account of the mandatory referral criteria.
- Acting as a single point of contact and communication for the complainant,
- Explaining the process to the complainant and acting as the main link between the complainant and the complaints system, including where a complaint requires an investigation by the police.
- Resolving complaints that are appropriate for local resolution, driving proportionate remedies such as an apology or independent mediation.

3.12 Together, the functions above are described as 'triage' functions. Introducing a single point of contact would lead to an improved experience for complainants by providing greater consistency in communication and a single point of accountability in how complaints are handled. By shifting these functions to PCCs, individuals directly accountable through the ballot box, the Government would expect a stronger focus on the needs of complainants."

3.13 In the Cleveland response to the proposals, I was supportive of complaints triage however felt that it may not be necessary to make changes to the law in order to achieve the overall thrust of the policy aim.

3.14 The results of the consultation were published by the Home Office in March 2015. There was overall support for PCCs taking a greater role in the complaints system with the belief that the structural reforms would have a positive impact on the way the system was perceived by the public. These changes will form part of a Policing & Justice Bill during 2016, under which PCCs will be obliged to exercise greater oversight of complaints handling and deal with certain kinds of appeals. The Government also intends to give PCCs the option (but not an obligation) to take over the handling of the initial stages of all complaints against the police; or to deal with initial stages and also act as the public's single point of contact throughout.

3.15 I propose to develop my approach to these options as part of my programme of work, jointly with the Chief Constable, to change and develop professional standards within the organisation. Members will find further details of this strategic programme in my Commissioner's Update paper.

- 3.16 Cleveland Police Complaints Triage Pilot
- 3.17 A complaints triage pilot hosted by Cleveland Police and funded by the PCC has allowed the Force to tackle complaints head on, via a dedicated team, who could conduct one to one phone calls with complainants, to drastically shorten response times whilst improving public confidence in the complaints process.
- 3.18 The two triage team members within the pilot have now become the first point of contact for all public complaints. All complaints which come in to Cleveland Police including letters, emails or persons attending front desk are directed to the Complaints Triage Team for speedy resolution if possible.
- 3.19 By agreement with the Force, the pilot was considered a success and I have agreed to its establishment as a permanent function within the Corporate Services structure.
- 3.20 Appointment of Full Time Complaints Triage Team
- 3.21 Recruitment by the Cleveland OPCC of a full time Complaints Triage Team comprising a Senior Complaints Service Advisor and a Complaints Service Advisor took place in December 2015. Shortlisting has been completed and interviews are taking place on 27 January 2016 with view to the successful applicants taking up post as quickly as possible thereafter.
- 3.22 The team will facilitate both Cleveland OPCC and the Professional Standards department in local complaints resolution.

4.0 Progress Against Plan Priorities

4.1 Retaining and developing neighbourhood policing

- 4.2 Neighbourhood Policing has been and remains the core of policing in Cleveland. Government austerity measures have reduced the opportunity to maintain overall officer numbers, we have had to work harder and smarter than ever to balance public demand and expectation with the public resources available. Commitment to partnership working in Cleveland is second to none. We will continue in our efforts to work with our partners and communities to bring better value in the way policing is delivered.
- 4.3 I launched the first Cleveland Community Safety Awards in July 2013 as a means of recognising and rewarding the actions of agencies and volunteers within the local community. These Awards now take place annually and are held in venues across the Cleveland area.

- 4.4 It is clear from the many community meetings that I have attended during my term in office that antisocial behaviour is a concern. I hosted the first antisocial behaviour summit in January 2013 which initially focussed on how to respond to reports of antisocial behaviour and potential changes to legislation. The event identified a common challenge across agencies and the need to share information about anti social behaviour cases across different IT systems. I have provided funding to enable the purchase of a multi agency case management system that will allow multiple agencies to update one another on individual ASB cases.
- 4.5 I have been delighted to be able, unlike some PCCs to retain neighbourhood policing. At the same time to meet crucial operational and public protection needs, resources have been reallocated to the protection of those most vulnerable in our communities. I will as members know keep this resourcing agreement under close review.
- 4.6 **Ensuring a better deal for victims and witnesses**
- 4.7 Working in collaboration with the Durham PCC, I led in commissioning a new Victim Referral Service that focuses upon victim needs, personal circumstances and vulnerabilities rather than crime type. On 1st April 2015 a Cleveland Pilot was developed placing victim referral staff within the Police control room to improve the information sharing between the police and service provider. This pilot has been key to developing a service specification and informing the future of the new service.
- 4.8 I am a great supporter of the use of Restorative Justice and the clear benefits for victims of all types of crime. That is why I made a clear commitment in my Police and Crime Plan 2015-17 to work closely with key partners, to establish a consistent approach that is victim focussed and accessible across the whole of the Cleveland area and on 19th November 2015 I launched Restorative Cleveland.
- 4.9 Restorative Cleveland started on 1 April 2015 and is a virtual multi-agency hub whereby the Police, other agencies and the public can make referrals that will be managed and co-ordinated at a central point. Restorative Cleveland can be either victim or offender initiated but is always delivered in a victim focused way.
- 4.10 It has now been two years since the launch of the North East regional strategy to tackle violence against women and girls where twenty priorities were identified. Much has been achieved already but the strategy remains current is a driving force behind the major changes in service delivery that we are undertaking to ensure better outcomes for victims.

- 4.11 Work has includes but is not limited to establishing Domestic and Sexual Abuse workplace champions, focusing on repeat victims of domestic abuse, reviewing the Independent Sexual Violence Advisor Service, launching Operation Encompass to better support children living with domestic abuse and raising awareness and identification of human trafficking through training.
- 4.12 Hate crime particularly disability hate crimes are, I believe under-reported. To encourage people to talk about the issues facing them and where they are a victim to come forward and report, I have focused on a number of activities to facilitate this. I hosted a Disability Hate Crime Seminar on 27 June 2013 and the Safer Places scheme was launched in October 2013. The scheme has attracted corporate sign up by Marks and Spencer Shops and other organisations.
- 4.13 A disability hate crime DVD has been developed and rolled out as part of a training package for all front line staff and partners in local Authorities and Education. In addition we have developed a DVD for primary school children, which is been piloted in Stockton with a view to rolling out across Cleveland.
- 4.14 **Diverting people from offending, with a focus on rehabilitation and the prevention of re-offending**
- 4.15 Following a review of arrest referral services, the PCC has approved the creation of an in-house multi disciplinary team. A saving of £450,000 was made and funds redirected into frontline policing.
- 4.16 In September 2015 the PCC launched a Cleveland wide Integrated Offender Management Hub based at Holme House Prison. The hub is a multi-disciplinary team that includes a dedicated research and analytical function together with a restorative justice co-ordinator.
- 4.17 Following a review of Youth Offending Services, the PCC has brought together Youth Offending Teams across Cleveland to promote consistency in service delivery across the Force area for young people. An outcome of this was the roll-out of the Triage Model to all areas of the Force. The Triage Model is used by Youth Offending Teams and police officers who work with young offenders to help reduce the risk of them reoffending. It takes place at the point that a young person enters police custody following arrest and seeks to act as a 'gateway' whereby all young people entering police custody can be quickly assessed by Youth Offending Services to ensure that they are engaged with to reflect their individual needs.
- 4.18 **Develop better co-ordination, communication and partnership between agencies to make best use of resources**

- 4.19 Representing the interest of local people nationally
- 4.20 I have lobbied on key issues that affect the Cleveland area including on firearms licensing and the minimum alcohol pricing. My team have submitted business cases and funding bids to enhance the services and equipment used by police officers when tackling issues on the front-line. This includes the further roll-out of mobile working devices to support officers when working in their neighbourhoods. I have also secured funding from the Ministry of Justice to provide much needed video technology to enable victims of domestic and sexual abuse to provide evidence in the crown and magistrates court from a remote facility.
- 4.21 I regularly attend national events including those organised by the Association of Police and Crime Commissioners to keep abreast of national policy developments and represent the interest of Cleveland at those forums.
- 4.22 Collaboration
- 4.23 Collaboration arrangements with other forces have been put in place to reduce costs, improve resilience and efficiency. This includes several national and regional contracting arrangements, including the joint tendering by the seven northern police forces for the provision of Forensic Services and award of the contract which resulted in significant savings for each force. The joint tender and award of a contract for the provision for interpreting and translation services across the north-east until November 2016 under the NHS shared business framework.
- 4.24 NERSOU: As part of my support for the delivery of the national strategic policing requirement, I have supported and (together with my fellow PCCs for Northumbria and Durham) scrutinised the performance of the North East Regional Special Operations Unit (NERSOU), a sub-regional collaboration arrangement which brings together specialist officers to deal with serious and organised crime.
- 4.25 CDSOU: I have continued to support the well-established collaboration between Cleveland and Durham in relation to roads policing and firearms operations and training, known as the Cleveland and Durham Specialist Operations Unit). Together with the PCC for Durham, I convene a Collaboration Board to scrutinise the performance of the Unit and its Tactical Training Centre.
- 4.26 North East Forces, including CBRN & DVI: As an adjunct to work taken forward alongside the Evolve Programme, the Chief Constable and I have approved a collaboration agreement under which Cleveland takes part in joint operational arrangements to respond to any Chemical,

Biological, Radiological and Nuclear (CBRN) incident and in relation to disaster victim identification. In order to facilitate this work, along with the six other PCCs and Chief Constables of the North East region, I have signed an overarching collaboration agreement for co-working between Cleveland, North Yorkshire, Durham, Northumbria, West Yorkshire, Humberside and South Yorkshire.

- 4.27 National Police Air Service: Since 2014, I have represented the North East region on the Board of the National Police Air Service, a national collaboration for the provision of police air support services. This has included organising a consultation event with Chief Constables and PCCs in the region to discuss a new financial model for delivering savings and changes in aircraft. I reported in detail to Members at their last meeting on my role in this important arena.
- 4.28 Fire Service: The Chief Constable and I have worked together with the Chief Fire Officer and Chair of the Fire Authority and are committed to a wide ranging Memorandum of Understanding on collaboration between our organisations. We have made arrangements to share estate and a specific collaboration has been put in place in respect of major incident welfare pod facilities.
- 4.29 Evolve
- 4.30 As a result of a brand new and innovative deal struck between the PCCs and Chief Constables of Cleveland, North Yorkshire and Durham, I was delighted to announce the launch of the Evolve programme during 2014.
- 4.31 Under Evolve, the organisations have committed to exploring any and all areas of policing and support services for their potential for joint provision – apart from local policing, which as PCC I consider should be retained as a bespoke service within Cleveland; a view shared by my fellow PCCs for North Yorkshire and Durham.
- 4.32 As PCC, I hosted the Joint Governance Board at which the Evolve Programme Agreement was signed.
- 4.33 The Programme has reviewed a wide range of functions across the three forces for their collaborative potential. Work is ongoing to align the HR frameworks for the three organisations, to allow for smooth interoperability and joint working. Heads of support functions meet regularly to align their programmes of work and to agree working protocols to support Evolve.
- 4.34 Operationally, I was pleased to support proposals for joint provision of Dogs Support between the three forces which is now in its implementation phase. The initiative is expected to save a minimum of

£600,000 per year across the three forces, with approximately £179,000 of those savings in Cleveland.

- 4.35 The Programme has work ongoing to put forward a business case shortly for appropriate provision of joint Major Crime Services
- 4.36 Evolve is also taking forward projects to progress joint Legal Services provision and a joint specification for Information Rights and Disclosure services.
- 4.37 The three Evolve Forces have successfully secured funding for moving to joint provision of the STORM computerised Command and Control system.
- 4.38 At the most recent Joint Governance Board in January 2016, which I chaired at the Urray Nook Tactical Training Centre, the PCCs and Chief Constables renewed their commitment to the Evolve programme and also using Evolve as a forum and basis upon which to shape and influence police collaboration more widely.
- 4.39 Collaboration between PCCs
- 4.40 In addition to driving and shaping collaboration in policing, I have formal collaboration agreements in place with other PCCs. The agreement I have with the North Yorkshire PCC for sharing a Chief Finance Officer is underpinned by a collaboration agreement; I also have collaborative support services arrangements in place with other PCCs to provide specialist legal services. Under these arrangements, full costs are recovered for the services provided.
- 4.41 I have amplified and developed the close working relationship with the Durham PCC during my term in office; our teams work particularly closely together on a range of policy areas. Most recently, we jointly commissioned a new and innovative Victim Referral service which is scheduled to go live in April 2016. The new service will lead to a step change in support for victims of crime across the Durham and Cleveland police areas.
- 4.42 More widely, my Cleveland OPCC team led on the process to appoint lawyers for the whole of the 7-OPCC North East region, to chair police misconduct hearings under new rules. I will be welcoming a significant number of the cohort of lawyers to their national training event hosted by the OPCC at Ladgate Lane on 29 January 2016.
- 4.43 **Working for better industrial and community relations**
- 4.44 I have championed the involvement of volunteers as part of a long term approach to improving service delivery across the criminal justice

system. I hosted Cleveland's first Criminal Justice Volunteers fair on 14 October 2013 at Teesside University to promote volunteer opportunities. This was to increase the number of volunteering hours through recruitment of volunteers. The success of the first event has led to this being held annually.

- 4.45 At the time of my appointment to office, Cleveland Police had not recruited Police Officers since 2010. I wanted to put in place financially sound medium and long term plans that would enable the future recruitment of staff. In 2014 we began a programme of recruitment and development for Police Officers, Police staff, Police Community Support Officers and Special Constables. In addition to this and to complement the establishment of paid staff I extended the Police cadet service.
- 4.46 People are our greatest asset and I have sought to achieve fairness for all our staff. I became one of the first PCCs to achieve accreditation as a living wage employer.

5.0 **Community Engagement**

- 5.1 Since coming into Office I have attended over 330 community meetings through the 'Your Force Your Voice' initiative. This has enabled me to speak directly to local communities to better understand their community safety concerns and to ensure that my Police and Crime Plan better reflects community concerns.
- 5.2 One of the main concerns to be raised through community engagement is antisocial behaviour. I have commissioned Durham University to undertake a review of Cleveland's antisocial behaviour to better understand why levels within the area are so far above the national average. The Force is currently working together with the OPCC to implement the recommendations from this review and a multi agency seminar focusing on antisocial behaviour was held on 19th January 2016.
- 5.3 During community meetings residents have raised issues regarding the perceived reduction in visibility of neighbourhood policing teams. I am working with the Force to implement the recommendations of the recent Neighbourhood Policing, Response and Vulnerability Reviews. This will realign the responsibilities of Neighbourhood, Response and Vulnerability Units allowing Neighbourhood Teams to focus more on community engagement.
- 5.4 Antisocial use of quad bikes and 4 x 4 vehicles on Eston hills was a key concern raised through rural meetings in East Cleveland. This has led to the establishment of a multi agency group, led by the PCC, which has put in place restriction measures to limit vehicle access to

problematic areas. The group has involved the PCC, Police, Redcar and Cleveland Local Authority, Teesside University and Cleveland Fire Service. The PCC, Local Authority and University have committed funding to putting in place restriction measures at agreed locations to prevent access to Eston Hills, which has seen a reduction in antisocial use of vehicles.

- 5.5 During my term of office I have also held a number of webchats to allow participation from members of the public who would not wish or be able to attend physical meetings. These have generally focused on a theme, such as Hate Crime, a sector of the community, such as Young People or a specific consultation topic, such as the PCC's objectives. Feedback through these engagements has been generally positive, with public interest in the work of the PCC and Police, particularly around hate crime and recruitment. Participants expressed concern regarding the reduced levels of funding for the police and the impact this has had on visibility and there was also interest in topics such as roads policing, regionalisation of Police Forces and collaboration.

6.0 **Financial Management**

- 6.1 In November 2012 I became responsible for ensuring that Cleveland Police is run as an efficient and effective police service and to hold the police to account on behalf of the public. I am the recipient of all funding relating to policing and crime reduction including government grant, local precept and other sources of income. It is then my decision as to how this is allocated.
- 6.2 In November 2012 the organisation was working to a budget of £137m, which was lower by over £10m from only 2 years earlier, as a result of cuts to Government Grants. Since then funding has continued to reduce, despite rising costs and changes and shifting demand.
- 6.3 In setting the budget for 2016/17, Government grants will have reduced by over £24m in cash terms since 2010/11 and after taking into account inflation there is in effect £36m less to spend on Policing and Crime in 2016/17 than there was in 2010/11.
- 6.4 Despite this extremely challenging and unprecedented funding position much has been achieved in terms of financial management.
- 6.5 Balanced budgets have been set and delivered over the last 4 years, with savings targets being primarily delivered ahead of schedule. This has given the organisation a very sound financial platform from which to continue to meeting the increasing challenges that it faces, both in terms of finances and service delivery.

- 6.6 A clear financial plan has been set out for the next 4 years, which balances across the life of the plan, it is based on the current assessment of the needs of the organisation, supported by evidence and demand and should provide a stable platform from which the significant changes required over the next 4 years can be delivered.
- 6.7 I hold the Force to account on a quarterly basis in terms of their financial performance, publish detailed information of financial performance on my website and provide regular updates to the Police and Crime Panel. All expenditure over £500 made within the organisation is shown on my website along with contract information.
- 6.8 I have appointed a wholly independent and very skilled audit committee charged with scrutiny of the PCC and the force. Amongst many other areas of scrutiny undertaken within this committee have been reports from External Auditors providing unqualified opinions on both the financial statements and value for money arrangements in place within both the Force and OPCC.

Barry Coppinger
Police and Crime Commissioner for Cleveland